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United Nations University

Report of the Secretary-General

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I. Introduction

1. The General Assembly, in its resolution 51/187, *inter alia*, requested the Secretary-General to continue the interaction between the United Nations University (UNU) and other bodies of the United Nations system, to ensure the integration of the work of the University to enable the United Nations system to draw more extensively on the work of the University, and to submit a report thereon to the General Assembly at its fifty-third session.

2. The present report should be considered in conjunction with the report of the Council of the United Nations University on the work of the University in 1997 (A/53/31), which contains a separate section describing, in a comprehensive manner, the various aspects of the interfacing between the University and the United Nations. The information presented here complements and brings up to date the developments discussed in the report of the Council as well as in a similar report submitted two years ago by the Secretary-General to the General Assembly (A/51/324).

3. Developments in the past two years underline the continuing expansion of the substantive interactions between the United Nations University and the United Nations system. This has focused on two interrelated levels: the provision of inputs in support of United Nations intergovernmental deliberative and decision-making processes and increased participation and contributions of the University to the activities and work of the United Nations.

4. The appointment of a new Rector of the University in September 1997 has given added impetus to substantive policy and programmatic cooperation between United Nations organizations and the University. The new Rector initiated an intensive round of consultations with United Nations senior officials which were intended to identify possible areas of cooperation where the University could, in accordance with the mandate of its Charter and in the context of its autonomy within the framework of the United Nations, make useful contributions to the work of the Organization. Against this background, the University is currently in the process of reviewing its programmes so that it might be in a better position to act as a bridge between the United Nations and the international academic community and to perform think-tank functions for the Organization. Concurrently, a strategic plan for the years 1999–2002 is also being developed within UNU, which stresses that the University should be guided by principles relevant to its work as both an academic institution and as part of the United Nations system.

II. Reform and revitalization of the United Nations

A. Strategic Planning Unit

5. The implementation of the Secretary-General's reform proposals, particularly those within his prerogative, including the establishment of the Executive Committees and the establishment of the Strategic Planning Unit (SPU) will have a significant impact on the interface between the United Nations University and the United Nations.

6. The establishment of the SPU in the office of the Secretary-General will provide a critical link between the United Nations and the United Nations University and other United Nations research entities. The Unit will, *inter alia*, address substantive areas which are becoming major policy issues, coordinate reports which cut across major sectors and units, liaise with policy planning units in other international organizations and help in the process of strategic coordination through the Executive Committee structure established by the Secretary-General. These are some of the tasks where the link with the national think-tanks and the academic communities, as represented through UNU and other United Nations research entities, is extremely important.

7. In its design SPU will work closely with the United Nations University and its Council, on the one hand and with relevant Departments, programmes and Funds, on the other. Through this process the United Nations University will be drawn into a larger strategic planning network which will help involve the University and the academic community in the upstream policy work and the strategic planning work of the United Nations.

B. Executive Committee on Economic and Social Affairs

8. In the economic and social area, the Secretary-General has brought concerned United Nations entities together through the Executive Committee on Economic and Social Affairs, which comprises not only the Department of Economic and Social Affairs of the Secretariat, the United Nations Conference on Trade and Development (UNCTAD), the United Nations Environment Programme (UNEP), the United Nations Centre for Human Settlements (Habitat) (UNCHS) and the regional commissions, but also the United Nations University and other United Nations research and

training entities (the United Nations Institute for Training and Research (UNITAR), the United Nations Research Institute for Social Development (UNRISD), the International Research and Training Institute for the Advancement of Women (INSTRAW)).

9. The United Nations University has been fully involved in the activities of the Executive Committee on Economic and Social Affairs from the time of its establishment. In addition to regular participation in the Committee's deliberations, including elaboration of consolidated Committee proposals to the Secretary-General, UNU developed and submitted specific inputs for a number of the Committee's projects, such as the proposals on the utilization of the "development dividend".

10. The University has played an important role in the efforts of the Executive Committee to enhance further the involvement of the academic community, an important and influential component of global civil society, in the formulation and assessment of social, economic and environmental policies and their translation into action at the country, regional and interregional levels. In that context, the University was asked by the Executive Committee to review and evaluate a number of major United Nations economic flagship reports, with a view to identifying a process that could be used to make recommendations for achieving a clearer architecture between the reports and which indicates how these could be improved.

III. Follow-up to United Nations conferences

11. The United Nations University has been closely involved in the substantive work in support of the major United Nations conferences of the 1990s. In the follow-up and implementation phase a significant role can be played by the University, particularly in relation to capacity-building and impact evaluation. Studies should focus on the links between normative and operational aspects of global conferences and summits for the translation of these international political commitments into national policies and institutions. In particular, the analysis of how national policies and priorities support conferences goals and the effectiveness of follow-up and monitoring would help to identify areas where the coordinated intervention of the United Nations is most needed.

12. The evaluation of the impact of this intervention on national follow-up efforts and achieved results is of primary concern to the United Nations system in order to determine the level of success of its operational activities and their future directions. The research and analysis of adequate evaluation methodologies, along with ways of establishing more systematic arrangements to facilitate the sharing of information and good practices with the building of effective institutional memory, are very important aspects that need further attention. The United Nations University could be very helpful in these areas.

A. General Assembly special sessions

13. The United Nations University has already participated in the follow-up process for several conferences. In preparation for the special session of the General Assembly held in June 1997 for the purpose of an overall review and appraisal of Agenda 21, the University cooperated closely with the Food and Agriculture Organization of the United Nations (FAO), the designated task manager for this area, in the follow-up process to chapter 13 of Agenda 21,[1] entitled "Managing fragile ecosystems: sustainable mountain development". In this respect, a major contribution was made to the special session through the publication of a study entitled *Mountains of the World: A Global Priority*, edited by B. Messerly and J. D. Ives.

B. Forthcoming reviews of conferences

14. In the forthcoming special session on the World Summit for Social Development, the primary objective of which is an overall review and appraisal of the implementation of the outcome of the Summit, the UNU World Institute for Development Economics Research (UNU/WIDER) is co-sponsoring, with the Division for Social Policy and Development of the Department of Economic and Social Affairs, a study of the economic and social responsibilities of the United Nations and the Bretton Woods institutions. The study will be published in 1999 and will be made available to the preparatory process for the special session.

15. The main thrust of the UNU International Network on Water, Environment and Health (UNU/INWEH) current programme is capacity-building, targeted research and information dissemination in support of watershed management and conservation in developing countries. The programme consists primarily of projects on aquatic ecosystem assessment and protection, water and waste-water treatment and water-related human health impact. The programme has actively contributed to the work of the

Administrative Committee on Coordination (ACC) Subcommittee on Water Resources and the Commission on Sustainable Development, which at its sixth session in 1998, considered freshwater management as its sectoral theme and transfer of technology, capacity-building education, science and awareness-raising as its cross-sectoral theme for in-depth consideration.

16. Drawing on ongoing policy-oriented studies on new technologies and their impact on women workers, the UNU Institute for New Technologies (UNU/INTECH) prepared a policy with the United Nations Development Fund for Women (UNIFEM) for the International Telecommunication Union (ITU) entitled "Gender and telecommunications – an agenda for policy" and presented it at the World Telecommunications and Development Conference held in Malta from 23 March to 1 April 1998. The paper, and the discussion on it, led to the adoption of a resolution calling for the incorporation of a gender dimension in all aspects of ITU's work.

C. Other

17. The pervasive theme of the United Nations University programme on land and biodiversity is food security. The programme focuses on applied research, demonstration, and capacity-building at the micro- and meso-scale. Cross-cutting themes include a participatory development approach, indigenous and local knowledge and the role of women in natural resource management. It is expected that this programme will be the University's main contribution to the work of the Commission on Sustainable Development at its eighth session, in 2000, with land resources as the sectoral theme and agriculture as the economic sector/major group. The Department of Economic and Social Affairs, UNU and the Tokyo metropolitan government collaborated in the recently convened World Conference on International Cooperation of Cities and Citizens (Eco-Partnership Tokyo), held in Tokyo, from 26 to 29 May 1998. It was an opportunity to hold in-depth discussions on cooperation in the work of the United Nations on mega-cities and urban development.

IV. United Nations standing processes and the United Nations University

A. General Assembly

18. The United Nations University provides continuous support for the efforts of the Second and Third Committees of the General Assembly, as well as the Economic and Social Council, to enhance their interaction with experts and knowledge-related institutions in order to enrich and deepen the substance of their policy deliberations. One recent example of UNU involvement is its support for the series of informal briefings organized by the Bureau of the Second Committee in connection with the implementation of General Assembly resolution 52/179, entitled "Global partnership for development: high-level international intergovernmental consideration of financing for development". In the spring of 1998, the United Nations University Press issued a volume entitled *International Cooperation and Developing Countries in a Year of Crisis*, featuring presentations made on the 1997 international financial and currency crisis in the context of the Second Committee's consideration of its agenda item on the financing of development. It is expected that the University will continue to cooperate closely with the Department of Economic and Social Affairs in supporting the planning and financing of similar events in the future.

B. The Economic and Social Council and its subsidiary machinery

19. UNITAR and UNU have launched a series of annual seminars and workshops to provide delegates in New York with the necessary skills and understanding of issues related to sustainable development, in particular the linkages between policy and practice. The first session was held on 16 March 1998 and focused on recent developments in the area of national planning processes. The objective of the second session, which was planned and conducted in close cooperation with the Division for Sustainable Development of the Department of Economic and Social Affairs and the United Nations Educational, Scientific and Cultural Organization (UNESCO), was to review policy and practices related to education on sustainable development issues. The outcome of the meeting was brought to the attention of the Commission on Sustainable Development, which considered, at its sixth session in 1998, chapter 36 of Agenda 21, on education, public awareness and training. One last seminar for 1998 is being planned and will be held early in the fall

in the course of the fifty-third session of the General Assembly. It will deal with the United Nations Framework Convention on Climate Change.[2] Delegations in New York have expressed appreciation for the timeliness of these efforts and the relevance to their work. Both UNITAR and UNU are actively considering the possibility of developing similar seminars and workshops in the years ahead.

20. UNU/INTECH supported the activities of the Commission on Science and Technology for Development by participating in meetings and by making available all the documentation and information it had produced and commissioned for its information technology workplace.

21. UNU/INTECH advised the Commission on gender issues in information technology and a staff member acted as the Chair of the Gender Advisory Panel.

V. United Nations University research programmes and links with United Nations analytical work

22. Collaborative research work is in progress involving various components of the United Nations University system with the United Nations Secretariat, UNCTAD, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), UNIFEM, the regional commissions, the International Labour Organization (ILO), FAO and UNESCO among others.

23. The United Nations University and the Department of Peacekeeping Operations of the Secretariat are developing jointly the United Nations University's project on "The foundations of peace".

24. Cooperation between UNU and UNEP led to the successful bid for inclusion of the United Nations University project on "People, land management and environmental change" (UNU/PLEC) into the Global Environment Facility (GEF) portfolio. GEF pledged US$ 6.17 million towards the project, which will be executed with UNEP as the GEF partner.

VI. Coordination and interaction within the United Nations system

A. Interaction with the United Nations Secretariat

25. Regular informal substantive consultations are held between the Rector and the senior academic staff of the United Nations University and United Nations senior officials. A number of meetings have been held to help in the preparation of the UNU Strategic Plan. Such consultations have led to a significant reformulation of UNU programmes which are now clustered around the two main themes of peace and governance, and sustainable development. Increased attention has been devoted to matters of immediate concern to the United Nations, and the policy contents and relevance of the University studies has been enhanced. This has been the case in particular for the UNU programme on peace and governance, which deals with such matters of immediate concern to the United Nations as the implications of the changing nature of democracy, an evaluation of the corporate culture of the United Nations Secretariat, and patterns and modalities of cooperation between the United Nations and regional organizations in peacekeeping operations.

26. UNU's research, training and capacity-building and dissemination in the field of the environment are guided by the overall principles of Agenda 21. Following the United Nations Conference on Environment and Development, the University prepared an agenda which identifies three interrelated points of entry as basic perspectives for UNU programmes: eco-restructuring, with emphasis on major technological, economic and social transformations; the capacity of eco-systems (i.e. their capacity to tolerate and respond to human interventions or disruptions attributable to natural causes) and environmental governance (i.e. the means, norms, processes and institutions by which the State and society and civil society manage development in an environmentally sustainable manner).

27. The United Nations University continued to be a full participant in the United Nations sabbatical leave programme since 1996. A University representative sits on the programme's selection committee and the University has indicated its readiness to make available to prospective applicants support services and facilities.

B. Participation in the Administrative Committee on Coordination

28. In accordance with procedures determined by the Secretary-General in his previous report to the General Assembly (A/51/324, paras. 32–35) and subsequently endorsed by the ACC, the United Nations University is systematically kept informed of the ACC work programme so that the ACC can benefit from UNU's participation in its meetings, in particular on agenda items where the research and related activities of the UNU would have an especially important contribution to make to the work of the ACC. In addition, provisions were made for establishing periodic consultations between the Rector of the University and ACC members to identify research topics for inclusion in the UNU programme that could serve to maximize the UNU contribution to the work of the United Nations system. In that context, the Rector of the University participated in the fall 1997 session of ACC.

29. As in the past, the United Nations University has played an active substantive role in the subsidiary machinery of ACC, most notably in its subcommittees dealing with nutrition, water resources and women, respectively.

C. Interaction with the United Nations Educational, Scientific and Cultural Organization

30. The links between UNU and UNESCO are regular, numerous and diversified. There are several concrete examples of cooperation between UNU and UNESCO in the fields of education, science, social sciences, culture and communication. Some examples are given in the following paragraphs.

31. UNU and UNESCO, together with the Association of Universities of Asia and the Pacific, organized a conference on "National Strategies and Regional Cooperation for the Twenty-first Century" (the Asia-Pacific regional conference leading to the World Conference on Higher Education, to be held in Paris in 1998), which was held at UNU headquarters at Tokyo in July 1997. UNU has been closely involved with the World Conference on Higher Education and it is expected that a UNESCO-UNU forum on higher education will be developed, with the objective of establishing a permanent and global process to monitor trends in higher education. The agreement between UNU and UNESCO in the framework of the UNITWIN/UNESCO Chairs Programme will reinforce the decision of the Rector to re-establish and reinforce the system of associated institutions of UNU. Through the network on education for peace, human rights and democracy, communications, sustainable development, higher and distance education, UNU will have automatic access to several higher education institutions all over the world.

32. UNESCO and UNU, together with the Third World Academy of Sciences, promoted the South-South Cooperation Programme on Environmentally Sound Socio-Economic Development in the Humid Tropics. As part of that Programme, a workshop was organized in December in Yunnan Province, China. UNU's input into this workshop was primarily given through UNU/PLEC.

33. The International Centre for Theoretical Physics (ICTP), under the auspices of UNESCO, is working with UNU on its project on "Microprocessors and informatics".

34. UNU and UNESCO signed an agreement establishing a UNESCO-UNU International Leadership Academy (UNU/ILA) chair in leadership studies.

35. The UNU Institute of Advanced Studies (UNU/IAS) and UNESCO signed an agreement establishing a UNESCO-UNU/IAS chair on the global economy.

36. UNU and the Government of Namibia began work on the concept and practice of zero emissions in Africa under the UNU-UNESCO chair agreement that was signed in 1996.

37. UNU and Beijing University in China continued work under the UNU-UNESCO chair in plant biotechnology.

VII. Conclusion

38. The innovative measures that have progressively been introduced to enhance UNU interaction with the United Nations have been of great mutual benefit. Greater efforts are being made to increase awareness of the work of UNU. Public information activities of UNU are targeted at heightening the visibility of its academic programmes and achievements. Overall, emphasis is currently placed on improving the quality and quantity of public information material and on reaching out to targeted audiences in the media, academic institutions and non-governmental organizations and the general public. A special effort is being made by UNU to raise the profile and awareness of the University in the host country and in New York. At United Nations Headquarters, public forums have been organized since February 1995 to disseminate among practitioners and scholars the results of the research undertaken by UNU. Overall, 2,000 participants have been drawn into these

events from the United Nations Secretariat, the permanent missions, non-governmental organizations and academic institutions.

Notes

[1] *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3–14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.

[2] A/AC.237/18 (Part II)/Add.1 and Corr.1, annex I.

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Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 52/98 of 12 December 1997, the present report provides information about steps taken within several forums of the United Nations, as well as regionally and nationally, to implement the recommendations for action contained in that resolution. The report identifies areas where further efforts are needed.

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I. Introduction

1. In its resolution 52/98 of 12 December 1997, the General Assembly emphasized the need for more concerted and sustained national, regional and international action over the alarming levels of trafficking in women and girls. It made comprehensive recommendations for Governments, regional and international organizations, with regard to law reform and law enforcement; measures to address the root factors that encourage trafficking in women and girls for prostitution and other forms of commercialized sex; cooperation and concerted action to dismantle national, regional and international networks in trafficking; resource allocation for programmes to heal and rehabilitate into society victims of trafficking; provision of social, medical and psychological care of the victims of trafficking; and the development of educational and training programmes and policies to prevent sex tourism and trafficking.

2. Governments were encouraged to develop systematic data-collection methods and continuously update information on trafficking in women and girls, including the analysis of the modus operandi of trafficking syndicates, and to strengthen national programmes to combat trafficking in women and girls through sustained bilateral, regional and international cooperation, taking into account innovative approaches and best practices. Governments were also invited, with the support of the United Nations, to formulate training manuals for law enforcement and medical personnel and judicial officers who handle cases of trafficked women and girls, taking into account current research and materials on traumatic stress and gender-sensitive counselling techniques. Governments and civil society, especially non-governmental organizations, were further invited, consistent with freedom of expression, to promote the responsible use of new information technologies, in particular the Internet, to prevent trafficking in women and girls.

3. The resolution also called on States parties to the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child to include information and statistics on trafficking in their reports under those treaties, and invited the Special Rapporteurs on violence against women and the sale of children and of their sexual exploitation, including child prostitution and child pornography and other human rights mechanisms, to focus on the issue. The Commission on the Status of Women, the Commission on Human Rights and the Economic and Social Council were also invited to prioritize the problem.

4. The present report describes steps that have been taken to implement the resolution, based on available information, including replies of Member States and bodies of the United Nations system to a request for information circulated during 1997. During the period since the adoption of the resolution, trafficking in women and girls has been the focus of attention within several forums of the United Nations, as well as regionally and nationally. Trafficking has also been the subject of several regional non-governmental organizations consultations, which have highlighted the complex nature of the problem, including a consultation on the theme "The trafficking of newly independent States' women abroad", held at Moscow from 3 to 5 November 1997; a consultation on the theme "Organizing against trafficking in women and sexual exploitation regionally and globally", held at Dhaka from 26 to 29 June 1998; and a transnational training seminar on trafficking in women, held at Budapest from 20 to 24 June 1998. International and national non-governmental organizations and other parts of civil society have also been responsible for the creation of education campaigns to prevent trafficking and sensitize communities to the existence of the issue, and in the provision of assistance and support to victims of trafficking.

5. Despite the attention the issue has received, however, much needs to be done, at all levels, to translate policy recommendations into concrete action. In particular, more focused actions should be identified and specific recommendations directed at the coordination of the various approaches and strategies that have been adopted within the United Nations system.

II. National measures

6. Measures adopted by Member States to address trafficking in women and girls were described in the report of the Secretary-General on this subject submitted to the General Assembly at its fifty-second session in 1997 (A/52/355). During 1998, according to information available to the United Nations Secretariat, several Member States have adopted bilateral arrangements to address the issue. These have included a United States of America/Italy working group on trafficking in women and children, which has agreed on a number of joint actions, including exchange of best practices with respect to assistance, protection and social integration of victims, such as through joint programme strategies for victim outreach to be implemented in Italy and the United States; the protection of victims' families in source countries; joint public information campaigns in source countries, arranged cooperatively with

authorities and non-governmental organizations; regular exchange of information; training for law enforcement and border officials in source countries to identify patterns and methods of trafficking and prevent trafficking through effective investigation and prosecution; and the development of witness protection procedures and victim services in source countries in cases of repatriation. Also during 1998, the United States introduced a plan of action on trafficking in women, including cooperation between the United States and Ukraine.

7. Several countries, such as the United States, have established inter-agency working groups comprised of senior officials from various agencies. The United States group focuses on prevention, protection and enforcement,[1] while the Italian Government also created an inter-ministerial coordination group for government action against trafficking in women and minors for sexual exploitation. Several countries have also introduced legislation that allows them to prosecute their own citizens if crimes are committed against children abroad, and some countries are introducing legislation to combat cyber-crime.

III. Actions by United Nations bodies

8. Over the past year, a number of United Nations bodies have addressed the issue of trafficking in women and girls, and several of them have made recommendations aimed at the prevention of trafficking and the rehabilitation of victims. In general, activities of these bodies have focused on the adoption of resolutions and recommendations that reflect the urgent need to take action to address trafficking in women and girls. Greater efforts are required to translate the recommendations of these bodies into action.

A. Commission on the Status of Women

9. At its forty-second session, from 2 to 13 March 1998, the Commission on the Status of Women adopted agreed conclusions on four critical areas of concern identified by the Beijing Platform for Action.[2] The Commission addressed the issue of trafficking in women and girls in this context, further refining and concretizing the broad strategies outlined in the Platform for Action in this regard.

10. In its agreed conclusions on violence against women, the Commission on the Status of Women called on Governments, non-governmental organizations and the public and private sectors to support and encourage partnerships for the establishment of national networks and to provide resources for shelters and relief support for women and girls so as to offer a safe, sensitive and integrated response to women victims of violence, including programmes designed to heal victims of trafficking and rehabilitate them into society. Governments were encouraged to develop bilateral, subregional, regional and international agreements and protocols to combat all forms of trafficking in women and girls and assist victims of violence resulting from prostitution and trafficking. International information exchange on trafficking in women and girls was identified as a responsibility of Government, and the establishment of a data-collection centre within Interpol, regional law enforcement agencies and national police forces were recommended. Implementation of relevant human rights instruments in order to eliminate organized and other forms of trafficking in women and girls, including for the purpose of sexual exploitation and pornography, was also recommended. All forms of trafficking in women and girls for the purposes of prostitution was to be criminalized and all traffickers penalized. To that end, Governments were called on to take steps to enable women who are victims of trafficking to make complaints to the police and to be available when required by the criminal justice system, and during this time, women were to be guaranteed access to social, medical, financial and legal assistance and protection.

11. Specific recommendations relating to research and sex-disaggregated data collection were also made in the agreed conclusions relating to violence against women. Governments were called on to promote coordinated multidisciplinary research that addresses the root factors, including external factors, that encourage trafficking in women and girls for prostitution and other forms of sexual exploitation. Community-based research and national surveys on violence against women, including with regard to trafficked women, were also to be sponsored by Governments, and possible mechanisms, such as national rapporteurs, who would report to Governments on the scale, prevention and combating of violence against women, particularly trafficking in women, were to be explored.

12. Actions to be taken by Governments and civil society, including non-governmental organizations, to bring about attitude change, included promotion of the responsible use of new information technologies, particularly the Internet, and the encouragement of steps to prevent the use of these technologies for trafficking in women for the purposes of sexual exploitation. The latter included the exploitation of prostitution of women and girls. Campaigns aimed at clarifying opportunities, limitations and rights in the event of migration so as to enable women to make informed

decisions and prevent them from becoming victims of trafficking were also to be encouraged.

13. Strategies to address trafficking were also outlined in part E of the Commission's agreed conclusions relating to the girl child. Governments, international organizations and civil society were requested to collect information and raise public awareness on the issue of trafficking in order to better design and improve preventative programmes; consider implementing the recommendations of the Declaration and Agenda for Action of the 1996 World Congress against Commercial Sexual Exploitation of Children (see A/51/385, annex); and establish recovery programmes for children who have been abused. Governments were called on to enact and enforce laws that prohibit sexual exploitation, including prostitution and trafficking in children, paying special attention to girls; prosecute and punish persons and organizations engaged in and/or promoting, *inter alia*, child pornography and sex tourism involving minors; and condemn and penalize all those involved, whether local or foreign, while ensuring that children who are victims of those practices were not penalized.[3]

B. Commission on Human Rights

14. At its fifty-fourth session, the Commission on Human Rights adopted resolution 1998/30 on traffic in women and girls, which contained many of the elements contained in resolution 52/98 of the General Assembly. In addition, the Commission invited the Office of the United Nations High Commissioner for Human Rights to continue to include the issue of trafficking in women and girls in its programme of work under its advisory, training and information activities with a view to providing assistance to Governments, upon their request, in instituting preventive measures against trafficking through education and appropriate information campaigns. The Special Rapporteurs on violence against women and on the sale of children, child prostitution and child pornography, and the Working Group of the Subcommission on Prevention of Discrimination and Protection of Minorities were invited to continue to address the problem of trafficking in women and girls as a priority concern. The resolution also invited relevant intergovernmental and non-governmental organizations to provide advisory services to Governments, at their request, in planning and setting up rehabilitation programmes for victims of trafficking, and in training personnel who will be directly involved in the implementation of those programmes.

1. Working Group on Contemporary Forms of Slavery

15. At its twenty-third session (see E/CN.4/Sub.2/1998/14), the Working Group on Contemporary Forms of Slavery addressed trafficking in women and girls under several agenda items, and adopted a number of recommendations in this regard.[4]

2. Subcommission on Prevention of Discrimination and Protection of Minorities

16. At its fiftieth session, in August 1998, the Subcommission took note of the report of the Working Group on Contemporary Forms of Slavery and adopted a number of recommendations (see E/CN.4/Sub.2/1998/L.31). In addition to reiterating recommendations with regard to law reform and law enforcement that depenalize victims while penalizing those who exploit them, and for civil compensation for victims and to promote the reintegration found in the resolutions of the General Assembly and the Commission on Human Rights and the agreed conclusions of the Commission on the Status of Women, the Subcommission stressed the need for prosecution and punishment to be appropriate to the seriousness of the crime. The Subcommission's recommendations also focused on strengthening of the monitoring, prosecution and punishment of police and government officials who are responsible for complicity in trafficking and the exploitation of prostitution, as well as the adoption of policies for active monitoring, prosecution and punishment of such activities. The Subcommission also encouraged States to collaborate with non-governmental organizations in the development of national plans of action in accordance with the 1996 Programme of Action for the Prevention in the Traffic in Persons and the Exploitation of the Prostitution of Others (see E/CN.4/Sub.2/1995/28/Add.1), to ensure the coordination of laws and implementing agencies relevant to the trafficking and the exploitation of prostitution and the empowerment of their victims and survivors, and to transmit such plans of action to the Working Group for its consideration.

17. The Subcommission invited the Committees on the Elimination of Discrimination against Women and the Rights of the Child to elaborate general recommendations to clarify State reporting procedures with regard to traffic in persons and related practices of sexual exploitation. The Special Rapporteur on the sale of children, child prostitution and child pornography was invited to continue to address the problem of trafficking and related practices and to recommend specific measures in this regard. The Special

Rapporteur on violence against women was invited to follow up her investigation on traffic in women and girls and related sexual exploitation reflected in her report to the Commission on Human Rights at its fifty-third session (see E/CN.4/1997/47 and Add.1). She was also invited to conduct studies and engage in a consultative process with Governments, non-governmental organizations and other interested persons on such issues as (a) an assessment of the global sex industry and measures to identify and penalize the perpetrators of the global sex trade; (b) the legal status of prostitution and the decriminalization of the victims of trafficking and the exploitation of prostitution; (c) international standards regarding the prevention of trafficking and related practices of sexual exploitation and the protection of its victims; (d) the rights of victims and survivors of trafficking and exploitation of prostitution, including the right to compensation from their exploiters; and (e) the responsibility of the customer in creating a demand for trafficking and the exploitation of the prostitution of others.

18. Also acting on the report of the Working Group on Contemporary Forms of Slavery, the Subcommission urged States to examine and analyse the causes and consequences of corruption in the perpetuation of slavery and slave-like practices, and encouraged existing international arrangements that aim to improve the training and professionalism of law enforcement personnel, as well as their respect for human rights. The Subcommission also recommended that Governments, as a matter of priority, review, amend and enforce existing laws, or enact new laws to prevent the misuse of the Internet for trafficking, prostitution and the sexual exploitation of women and children, and that Governments and non-governmental organizations further research the misuse of the Internet for those purposes, and develop and implement educational programmes, policies and laws to address this misuse. It also recommended that Governments investigate and use as evidence of crimes and acts of discrimination, advertising, correspondence and other communications over the Internet to promote sex trafficking, the exploitation of prostitution, sex tourism, bride trafficking and rape, and encouraged new levels of cooperation among Governments and national and regional law enforcement bodies in order to combat trafficking, and its globalization and the misuse of the Internet in this context.

C. Commission on Crime Prevention and Criminal Justice

19. At its seventh session, held from 21 to 30 April 1998, the Commission on Crime Prevention and Criminal Justice considered the issue of international cooperation in combating transnational crime, including trafficking in human beings, including women and children, and adopted two resolutions relating to trafficking in women and girls, both of which concern the elaboration of a new legal instrument with respect to illegal trafficking and transportation of migrants.

20. In its draft resolution IV, "Action against illegal trafficking in migrants, including by sea", the Commission stressed the need to combat all criminal practices connected with illegal trafficking and transporting of migrants, having due regard to universally recognized human rights, as well as the need for the establishment of bilateral, regional and multilateral coordinating mechanisms to fight activities related to illegal trafficking and transportation of migrants. The Commission emphasized that women and children are particularly vulnerable to becoming victims of the crime of illegal trafficking in and transporting of migrants, and recognized the importance of elaborating an efficient legal instrument combating all aspects of transnational crime, including illegal trafficking, and decided that the ad hoc committee on the elaboration of such an instrument should hold discussions on the elaboration of an instrument against illegal trafficking in and transporting of migrants, taking into account existing proposals for such an instrument.[5] Existing proposals for such a convention and protocol on this subject have been submitted by the Governments of Austria and Italy.[6]

21. In its draft resolution V, "Action to combat international trafficking in women and children", the Commission decided that the ad hoc committee on the elaboration of a comprehensive international convention against transnational organized crime to be established by the General Assembly should discuss the elaboration of an international instrument on trafficking in women and children. The Commission emphasized five issues in connection with trafficking in women and children: the need for States to take effective and expeditious measures to provide penalties in order to combat all aspects of organized criminal activities at the international level relating to trafficking in women and children; the importance of sharing information in order to locate and arrest those who organize trafficking in women and children, as well as those who exploit the traffic; the need for States to provide training for

law enforcement, immigration and other officers and to initiate public information campaigns to make potential victims and the general public aware of the exploitation and possible loss of life inherent in trafficking in women and children; the need for countries of origin, transit and destination to observe fully international obligations and national laws, including those concerning the humane treatment and strict observance of all human rights of women and children, whether trafficked voluntarily or involuntarily; the goal that international trafficking in women and children should not inhibit immigration or freedom of travel consistent with laws or undercut the protection provided to refugees in international law; and the need for strengthened international cooperation and technical assistance for the benefit of developing countries.

D. Specialized agencies and other entities of the United Nations system

22. The International Labour Organization's International Programme on the Elimination of Child Labour incorporates a programme on child trafficking that seeks to prevent children from being lured, coerced and trafficked into commercial sexual exploitation; strengthen law enforcement; withdraw victims of sexual exploitation and provide them with rehabilitation, repatriation, as well as social and economic reintegration programmes; and create public awareness and mobilize action against all forms of commercial exploitation of children.

23. Country-level programmes during 1997–1998 have included the Daughter's Education Programme, which incorporates a series of activities implemented at the local level seek to provide relevant education for girls at risk of falling victims of prostitution and trafficking in northern Thailand. A subregional programme against child trafficking in South Asia and the Mekong Basin countries was also introduced in 1997. Phase one of this programme incorporates action-oriented research to improve understanding of the nature and magnitude of the problem, review ongoing responses, identify a strategy for action and design programmes at country and subregional levels to prevent trafficking in children and rehabilitate victims. Phase two incorporates awareness-raising campaigns at local, national and regional levels to highlight the problem and mobilize action from parties concerned, including the community and policy-making bodies; strengthening of law enforcement through training; provision of multidisciplinary preventive and rehabilitation programmes; health care, counselling, education and training, and social integration; provision of options to the children at risk and their parents; and the establishment of common intercountry mechanisms in both sending and receiving countries, including safe and protective repatriation programmes, creating environment for a social movement opposed to trafficking at the national, regional and international levels.

24. In August 1998, the International Labour Organization (ILO) published a study entitled, "The sex sector: the economic and social bases of prostitution in South East Asia", which includes country studies from Indonesia, Malaysia, the Philippines and Thailand. Although trafficking in women and girls was not a focus of the study, recruitment of children into the sex sector through trafficking is addressed, and efforts to combat the sexual exploitation of children are outlined. In addition, the study describes various social integration programmes for women and children who have been employed in the sex sector.

25. A number of United Nations entities have cooperated in programmes to combat trafficking in women. For example, the United Nations Children's Fund has collaborated in an awareness-raising programme in Bangladesh, while a working group to address trafficking composed of the Economic and Social Commission for Asia and the Pacific, ILO, the Office of the United Nations High Commissioner for Human Rights, the United Nations Development Programme, the United Nations Population Fund, the United Nations Children's Fund, the United Nations Development Fund for Women (UNIFEM), the United Nations International Drug Control Programme and a number of non-governmental organizations has recently been established. United Nations entities, including the United Nations Development Programme, have also sought funds for subregional projects to address trafficking, while the United Nations Interregional Crime and Justice Research Institute, jointly with the Office for Drug Control and Crime Prevention and the Centre for International Crime Prevention, is planning a comprehensive research project that will broaden knowledge of the dynamics leading to trafficking and provide the basis of interventions in this context.

26. Several of the projects supported during 1998 by the Trust Fund in Support of Actions to Eliminate Violence against Women, administered by UNIFEM, have concerned measures to address trafficking in women and girls. These have included a project directed at girls in Russian orphanages that aims to educate them on trafficking and sexual slavery and provide them with information on available assistance.

IV. Activities of other bodies

27. On 19 May 1998, the European Commission adopted communication 335/5 concerning measures relating to violence against children, young persons and women. In addition to encouraging member States of the European Union to contribute to the campaign on violence against women during 1999, the communication recommends that member States employ Europol, particularly Europol Liaison Officers, to ensure fast mutual assistance in tracing and recovery of missing children with a view to taking action against the criminals or criminal networks involved, and to improve and harmonize the existing international and national registers of missing persons in member States, in particular with regard to definitions and criteria for inclusion in the registers and the compatibility and accessibility of the databases in and between member States. The European Commission has also been developing an action plan on promoting safe use of the Internet. Council of Europe activities have included a conference on child sexual exploitation held at Strasbourg during April 1998, and an international seminar on trafficking in human beings for the purpose of sexual exploitation held in June 1998.

28. Prior to the tenth summit of the member States of the South Asian Association for Regional Cooperation (SAARC) held in July 1998, the Foreign Ministers of SAARC adopted a draft SAARC convention on preventing and combating trafficking in women and children for the purposes of prostitution.[7]

29. States parties to the draft convention will be required to take effective measures to ensure that trafficking in any form is an offence under their criminal law, and that such offences are punishable by penalties appropriate to the grave nature of the offence. They will also be required to provide for the punishment of any person who keeps, maintains, manages or knowingly finances or takes part in the financing of a place used for the purpose of trafficking and knowingly lets or rents a building or other place for the purpose of trafficking. States parties will be required to grant each other wide mutual legal assistance in regard to investigations, inquiries, trials and other proceedings, including with respect to evidence, the provision of information, search and seizure and service of documents, and offences in connection with the convention will be extraditable offences. States parties will be obliged to provide training and assistance to their respective authorities to enable them to conduct inquires, investigations and prosecute offences effectively, and will also be required to sensitize their law enforcement agencies and judiciary with regard to the subject of the Convention. Bilateral mechanisms to implement the Convention are encouraged, and States parties are obliged to exchange on a regular basis information relating to agencies, institutions and individuals who are involved in trafficking in the region, including the methods and routes that they employ. States parties are to consider measures to supervise employment agencies to prevent trafficking in women under the guise of recruitment, and shall focus preventive and development efforts on areas that are known to be a source of trafficking. States parties are also obliged to promote awareness through the media and by other means of the problem of trafficking in women and children. Modalities for the repatriation of victims to the country of origin are to be determined, and States parties are obliged to make suitable provision for the care and maintenance of victims, including legal advice and health facilities, pending repatriation. Protective homes or shelters for the rehabilitation of victims are to be established, and suitable provision is also to be made for legal advice, counselling and job training. States parties to the convention are also entitled to authorize non-governmental organizations to provide suitable care, and shall encourage non-governmental organizations in their efforts to prevent trafficking and rehabilitate its victims.

30. It is expected that the convention, which also requires States parties to establish a regional task force consisting of officials of Member States of SAARC to facilitate its implementation, will be approved by the Eleventh SAARC Summit in 1999.

V. Conclusion

31. Although the clandestine and criminal nature predicates that the actual incidence of trafficking is not known, it is perceived to be a growing problem since its root causes – poverty, scarce resources, lack of opportunities for and low status of women, and political and economic instability, as well as the growth of networks of trans-border organized crime – continue to be global factors. Strategies to address these root factors should be facilitated and supported by the United Nations and its Member States, and at the same time measures should be strengthened to discourage traffickers, protect those who are vulnerable to trafficking, offer legal, physical and psychological protection and empowerment to victims of trafficking, and address the futures of women and children who have been victims of trafficking.

32. Member States should accord the highest priority to crime prevention and law enforcement policies in relation to this issue. They should ensure that specific offences related to trafficking exist and are widely and clearly

defined, and that the penalties for these offences adequately reflect their gravity. International, regional, subregional and bilateral intergovernmental agreements should be formulated and enforced in order to ensure and facilitate the prosecution of offenders, irrespective of location. States should introduce legislation incorporating extraterritorial jurisdiction to facilitate the prosecution of traffickers, as well as clear extradition procedures for trafficking-related offences. Measures should also be introduced to allow confiscation of the criminal revenue of trafficking networks. Judicial cooperation and information-sharing between Member States should be encouraged and facilitated. In particular, Member States should share information on the systems used by traffickers and on convictions for offences related to trafficking.

33. Measures to encourage victims of trafficking to identify traffickers and act as witnesses in criminal prosecutions should also be explored. These might include restrictions on deportation where victims are prepared to act as witnesses, and witness protection measures. Victims of trafficking should have access to assistance, support and protection when awaiting repatriation proceedings, including access to legal, psychological and medical assistance. Victims of trafficking should be awarded compensation through criminal compensation schemes, which could be financed through the confiscated criminal revenue of traffickers. Intergovernmental agreements to guarantee the voluntary and safe return of women and ensure that protection and support is provided to trafficked women awaiting repatriation proceedings should be elaborated. The human rights of victims should be assured and steps should be taken to ensure they are not criminalized or imprisoned. Bilateral agreements obliging cooperation between local immigration officials and consulates to assist trafficked women should be developed and made widely known.

34. Measures to guarantee the voluntary and safe return of trafficked women should be put in place, and any barriers for trafficked women to return to their countries, with or without passports or identification documents, should be eliminated. Broad programmes to support returning women should be developed and implemented by Governments, in cooperation with non-governmental organizations. In this regard, community-based approaches to reintegration should be encouraged.

35. Efforts to strengthen training and public awareness of civil servants dealing with migration, particularly those at embassies and consulates and those in charge of the delivery of visas, should be enhanced, and Governments should train law enforcement officials at all levels with respect to trafficking, violence against women and recognition of trafficking situations, including identification of front companies and groups.

36. Broad-based ongoing educational and awareness-raising campaigns, including the media, to combat domestic and international trafficking should be introduced nationally, subregionally, regionally and internationally. These should address, *inter alia*, the possibilities and limitations of legal immigration and the risks of exploitation that illegal immigration presents, the methods used by traffickers, basic elements of labour and contract law, the human rights of migrants in foreign countries, and the means of obtaining help if one's rights are violated, including crisis centres and available governmental assistance. Vulnerable groups should be particularly targeted and community-based strategies employed in this regard.

37. Government/non-governmental organization collaboration in programmes of prevention, victim support and reintegration of victims should be encouraged, and steps should be taken to ensure that data related to trafficking is coordinated and centralized. Means to allow Governments to provide for exchange of experience and best practices, for example with respect to au pair working requirements, methods of addressing corruption and organized crime, should also be encouraged. Relevant cases and evidence should be collected and shared, as should experience in legal and policy change. Research into the precise scale and extent of trafficking and the modus operandi of traffickers should be encouraged so as to provide a concrete basis for legal and policy change. Strategies should focus on trafficking and the criminal nature of this activity and those involved in this conduct, rather than on the activity of the victims of trafficking, whose human rights should be assured.

Notes

[1] See Theresa Loar, "Trafficking in women: the need for international cooperation and a multidisciplinary response" in *The Trafficking of INS Women Abroad, Report of an International Conference in Moscow, 3–5 November 1997* (Global Survival Network and International League for Human Rights).

[2] *Report of the Fourth World Conference on Women, Beijing, 4–15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

[3] See *Official Records of the Economic and Social Council, 1998, Supplement No. 7* (E/1998/27).

[4] For example, recommendation 3 on traffic in persons and exploitation of the prostitution of others; recommendation 4 on prevention of the trans-border traffic in women and girls for sexual exploitation; recommendation 5 on the role of corruption in the perpetuation of slavery and slave-like

practices, and recommendation 6 on misuse of the Internet for the purpose of sexual exploitation.

[5] See *Official Records of the Economic and Social Council, 1998, Supplement No. 10* (E/1998/30).

[6] Ibid., annex V.

[7] See SAARC document SAARC/Summit.10/CM.20/3.

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Net budgeting, including its impact on the functioning of the entities concerned

Report of the Secretary-General

Summary

In paragraph 28 of part II of its resolution 52/220 of 22 December 1997, the General Assembly decided to keep under review all aspects of net budgeting, including its impact on the functioning of the entities concerned, and requested the Secretary-General to report on that subject to the General Assembly at its fifty-third session. The present report is submitted in accordance with that resolution. As indicated below, the change from gross to net budgeting has been effected smoothly, with no change in the ability to operate of those entities previously budgeted on a gross basis.

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1. The present report is submitted in accordance with General Assembly resolution 52/220.

I. Implications of the change from gross to net budgeting

2. Net budgeting is applied to those entities whose costs are shared by participating organizations. In essence, it consists of including in the regular budget only the share of the United Nations, while recording the gross budgets of those entities as special accounts and handling the net budgets as a component of the regular budget.

3. In connection with funding and assessments, the application of gross or net budgeting has no effect on either the funding arrangements or the assessments for the United Nations regular budget. Whether net or gross budgeting is applied to the funding of those activities, the assessments on United Nations Member States are the same. In either case, the United Nations funds its share and participating agencies fund their respective shares. The only difference is that whereas in gross budgeting Member States are assessed the gross amount of appropriations approved by the General Assembly less income anticipated from reimbursements from participating organizations, in net budgeting the appropriation granted by the General Assembly under the expenditure sections reflects only the regular budget's net share, with no offsetting income for the shares of participating organizations.

4. As indicated in the prior report to the General Assembly on the subject (A/C.5/52/15), net budgeting had been applied in the current and previous programme budgets to the International Trade Centre (ITC) and the secretariats of the Consultative Committee on Administrative Questions (CCAQ), the Information Systems Coordinating Committee (ISCC) and the Consultative Committee on Programme and Operational Questions (CCPOQ). For the 1998–1999 biennium, the Secretary-General proposed and the Assembly approved appropriations on a net basis for the International Civil Service Commission (ICSC), the Joint Inspection Unit (JIU), and conference and security services at Vienna.

5. The budget appropriation in Assembly resolution 52/220 provided for the appropriation of net budget amounts for those entities. At the same time, the Assembly also approved full budgets for JIU and ICSC, as required under the statute of those two bodies. Following the adoption of Assembly resolution 52/220, separate accounts, similar to those established for the secretariats of the Administrative Committee on Coordination (ACC), were established to record the gross 1998–1999 budgets approved for ICSC, JIU, and conference and security services at Vienna in order to ensure that no disruptions occur in the operations of ICSC, JIU, and conference and security services at Vienna. Posts and expenditures were authorized under those accounts corresponding to the number and level of posts approved by the General Assembly. Accordingly, the provision of funds to the newly net budgeted entities was handled on an equal footing with those for the regular budget as a whole. The change from gross to net budgeting was thus effected smoothly. Since all the 1998 funds approved for the three entities concerned (JIU, ICSC, and conference and security services at Vienna) were allotted at the same time as those appropriated under the regular budget as a whole, those entities did not notice any change in their ability to operate.

6. In accordance with the request made by the General Assembly to ensure that funds from the participating organizations were received promptly, the participating organizations were billed prospectively in January 1998 for their 1998 shares in each of the entities (ICSC, JIU, CCAQ, ISCC, CCPOQ, and security services at Vienna) based on the budget approved by the General Assembly.

7. As regards conference services at Vienna, the agreement between the United Nations and the United Nations Industrial Development Organization (UNIDO) regarding a unified

conference service provides that charges shall be made quarterly on the basis of accumulated disbursements for all services, excluding translation, text processing and reference and terminology. In order to conform to the revised pattern of billing applicable for entities under the machinery of the Administrative Committee for Coordination, UNIDO was billed at the beginning of each quarter based on cost estimates approved in the programme budget, with subsequent adjustments made for actual disbursements. IAEA was billed in advance for its estimated share of interpretation services.

II. Conclusions and recommendations

8. **The General Assembly may wish to take note of the present report.**